

## Chapter 1

# Overview

This chapter is a broad overview defining both stability operations and support operations. It places them in historical context and provides insight into the contemporary situation. It describes both United States (US) policies relating to these actions and the Army's role in them. It also discusses distinct characteristics of these operations, together with doctrinal foundations that facilitate their accomplishment.

The Army conducts full spectrum operations to accomplish missions in both war and military operations other than war (MOOTW). Full spectrum operations include offensive, defensive, stability, and support operations (see Figure 1-1 on page 1-2). Offensive and defensive operations normally dominate military operations in war, as well as some smaller-scale contingencies. On the other hand, stability operations and support operations predominate in MOOTW that may include certain smaller-scale contingencies and peacetime military engagements.

The characteristics that make our Army a premier warfighting organization also serve it well in conducting stability operations and support operations. Army forces can quickly respond to conflict and disaster, foreign or domestic, through strategic deployment, pre-positioning, or forward deployment. The Army is versatile in its ability to task organize in size, structure, and functions for widely varying disparate missions. The Army

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commands the respect of belligerents by the threat of force, or, if that fails, the use of force to compel compliance. The Army is self-sustaining and can provide critical services and supplies directly to the populace of in support of multinational and interagency operations.

*Stability operations* promote and protect US national interests by influencing the threat, political, and information dimensions of the operational environment through a combination of peacetime developmental, cooperative activities and coercive actions in response to crisis (FM 3-0). Army forces accomplish stability goals through engagement and response. The military activities that support stability operations are diverse, continuous, and often long-term. Their purpose is to promote and sustain regional and global stability.

*Support operations* employ Army forces to assist civil authorities, foreign or domestic, as they prepare for or respond to crisis and relieve suffering (FM 3-0). The primary role of support operations is to meet the immediate needs of designated groups, for a limited time, until civil authorities can accomplish these tasks without military assistance. Support operations also have two subordinate types: domestic support operations and foreign humanitarian assistance.

TYPES OF MILITARY OPERATIONS	OFFENSE	DEFENSE	STABILITY	SUPPORT
	<b>Types of Offensive Operations</b> <ul style="list-style-type: none"> <li>• Movement to Contact</li> <li>• Attack</li> <li>• Exploitation</li> <li>• Pursuit</li> </ul>	<b>Types of Defensive Operations</b> <ul style="list-style-type: none"> <li>• Area Defense</li> <li>• Mobile Defense</li> <li>• Retrograde</li> </ul>	<b>Types of Stability Operations</b> <ul style="list-style-type: none"> <li>• Peace Operations</li> <li>• Foreign Internal Defense</li> <li>• Security Assistance</li> <li>• Humanitarian and Civic Assistance</li> <li>• Support to Insurgencies</li> <li>• Support to Counter-drug Operations</li> <li>• Combatting Terrorism</li> <li>• Noncombatant Evacuation Operations</li> <li>• Arms Control</li> <li>• Show of Force</li> </ul>	<b>Types of Support Operations</b> <ul style="list-style-type: none"> <li>• Domestic Support Operations</li> <li>• Foreign Humanitarian Assistance</li> </ul>
<b>TYPES OF TACTICAL ENABLING OPERATIONS</b>	<ul style="list-style-type: none"> <li>• Reconnaissance Operations</li> <li>• Security Operations</li> <li>• Troop Movement</li> <li>• Breach</li> </ul>		<ul style="list-style-type: none"> <li>• River Crossing</li> <li>• Relief in Place</li> <li>• Passage of Lines</li> <li>• Information Operations</li> </ul>	

Figure 1-1. Stability Operations and Support Operations

US forces conduct stability operations and support operations to deter war, resolve conflict, promote peace, strengthen democratic processes,

retain US influence or access abroad, assist US civil authorities, and support moral and legal imperatives. These actions include a range of activities. They provide policy makers with options to pursue national policy objectives. As military operations, they can be applied to complement any combination of the other elements of national power. It is difficult to generalize about stability operations and support operations. They can be long or short, unilateral or multinational, domestic or foreign, developmental or coercive. They are often joint and interagency operations. Non-governmental organizations (NGOs) add to the complexity of these operations. Like all operations, stability operations and support operations are sensitive to political considerations and support national objectives. However, they may also have more restrictive rules of engagement than offensive and defensive operations. FM 3-0 explains that stability operations and support operations may be conducted during peacetime, conflict, or war; at all echelons; and simultaneously or sequentially to accomplish assigned missions. Figure 1-1 shows how stability operations and support operations relate to offensive and defensive operations.

## STABILITY OPERATIONS OVERVIEW

1-1. Stability operations may complement and reinforce offensive, defensive, and support operations, or they may be the decisive operation. They may take place before, during, and after offensive, defensive, and support operations.

1-2. During hostilities, stability operations help keep armed conflict from spreading while assisting and encouraging committed partners. They seek to secure the support of civil populations in unstable areas. Forces engaged in a stability operation may have to conduct offensive and defensive operations to defend themselves or destroy forces seeking to challenge the stability mission. Following hostilities, forces may conduct stability operations to provide a secure environment for civil authorities as they work to achieve reconciliation, rebuild lost infrastructure, and resume vital services.

## PURPOSES

1-3. Some of the many purposes for which Army forces are employed to conduct stability operations are to—

- Protect national interests.
- Promote peace and deter aggression.
- Satisfy treaty obligations or enforce agreements and policies.
- Reassure allies, friendly governments, and agencies.
- Maintain or restore order.
- Protect life and property.
- Demonstrate resolve.
- Prevent, deter, or respond to terrorism.
- Reduce the threat of arms and weapons of mass destruction (WMD) to regional security.

- Promote sustainable and responsive institutions.
- Promote freedom from oppression, subversion, lawlessness, and insurgency.

## TYPES

1-4. Stability operations typically fall into ten broad types that are neither discrete nor mutually exclusive. For example, a force engaged in a peace operation may also find itself conducting arms control or a show of force to shape the conditions for achieving an end state. Figure 1-2 shows stability operations.

TYPES OF MILITARY OPERATIONS	OFFENSE	DEFENSE	STABILITY	SUPPORT
TYPES OF STABILITY OPERATIONS AND THEIR SUBORDINATE FORMS	<p><b>Peace Operations</b></p> <ul style="list-style-type: none"><li>• Peacekeeping</li><li>• Peace Enforcement</li><li>• Operations in Support of Diplomatic Efforts</li></ul> <p><b>Foreign Internal Defense</b></p> <ul style="list-style-type: none"><li>• Indirect Support</li><li>• Direct Support</li><li>• Combat Operations</li></ul> <p><b>Security Assistance</b></p> <p><b>Humanitarian and Civic Assistance</b></p> <p><b>Support to Insurgencies</b></p> <ul style="list-style-type: none"><li>• Unconventional Warfare</li><li>• Conventional Combat Actions</li></ul> <p><b>Support to Counterdrug Operations</b></p> <ul style="list-style-type: none"><li>• Detection and Monitoring</li><li>• Host-Nation Support</li><li>• C4</li><li>• Intelligence, Planning, CSS, Training, and Manpower Support</li><li>• Reconnaissance</li></ul>		<p><b>Combatting Terrorism</b></p> <ul style="list-style-type: none"><li>• Antiterrorism</li><li>• Counterterrorism</li></ul> <p><b>Noncombatant Evacuation Operations</b></p> <p><b>Arms Control</b></p> <ul style="list-style-type: none"><li>• Inspection</li><li>• Protection</li><li>• Destruction</li></ul> <p><b>Show of Force</b></p> <ul style="list-style-type: none"><li>• Increased Force Visibility</li><li>• Exercises and Demonstrations</li></ul>	

Figure 1-2. Stability Operations

## CONSIDERATIONS

1-5. While each operation is unique, the considerations listed below help forces conduct (plan, prepare, execute, and assess) stability operations.

1-6. ***Leverage interagency, joint, and multinational cooperation.*** As with all operations, unity of effort is fundamental to success. (See the discussion of Unity of Command later in this chapter.)

1-7. ***Enhance the capabilities and legitimacy of a host nation.*** Army forces consciously enhance host-nation credibility and legitimacy by demonstrating the proper respect for the host-nation government, police, and military forces. Within the restrictions of international law and US policy, commanders use host-nation forces and personnel for all possible activities. Within its capabilities, a host nation should take the lead in both developmental and security activities. When host-nation capabilities prove inadequate for the task,

Army forces enhance those capabilities through training, advice, and assistance.

1-8. ***Understand the potential for unintended consequences of individual and small-unit actions.*** The actions of individuals and units can have consequences disproportionate to the level of command. An individual's actions can even have strategic implications. Soldiers and leaders who are disciplined, proficient, and knowledgeable in stability operations can create the opportunity for disproportional positive consequences, while limiting the risk for negative consequences.

1-9. ***Display the capability to use force in a nonthreatening manner.*** Army forces must be prepared for combat in stability operations. However, that preparedness is shown so it does not provoke potential adversaries. The force demonstrates strength and resolve without being perceived as threatening. Consistent with mission constraints, units display preparedness by routinely conducting demanding combined arms training in the area of operations (AO). The force should convey to all parties the breadth and depth of the resources available. To do so, it must be present in the communities and ensure—consistent with the demands of operations security (OPSEC)—that the general public knows the rules of engagement (ROE) and associated graduated response levels. Training should include challenging soldiers to react to situations at all levels in the areas of weapons use, levels of force, and ROE.

1-10. ***Act decisively to prevent escalation.*** The nature of stability operations ordinarily constrains forces in the ways and means available to accomplish military objectives. However, they are characterized by initiative, speed, and determination when action is necessary. Units and individuals pursue military objectives energetically and apply military power forcefully if required. Army forces may act decisively to dominate a situation by force or negotiate to settle disputes. Without hesitation, they ensure mission accomplishment as well as protection of themselves, the people, and facilities under their charge. Decisiveness reassures allies and deters adversaries. Failure to act decisively causes a loss of respect for the stability force. A loss of respect for the capabilities or will of the force to accomplish its mission can embolden adversaries and weaken the trust of the supported population making the mission much more difficult.

1-11. ***Apply force selectively and discriminately.*** Commanders ensure that their units apply force consistent with assigned objectives and not excessive. Combat power is applied selectively in accordance with assigned missions and prescribed limitations. Excessive force can lead to the loss of sympathy and support of local and international populations. Inadequate force may jeopardize mission accomplishment *and* adversely impact the local populace and domestic support. Ordinarily, the local commander is best qualified to estimate the degree of force that must be used, consistent with established ROE.

## SUPPORT OPERATIONS OVERVIEW

1-12. Support operations may occur independently; however, more often they complement offensive, defensive, and stability operations. Many offensive, defensive, and stability operations often require complementary support

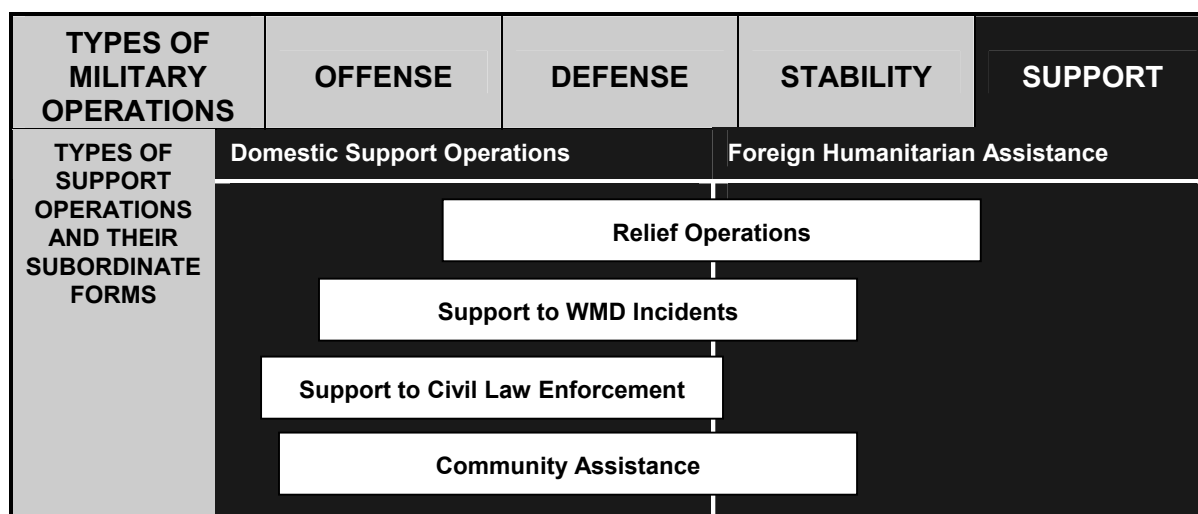
operations before, during, or after execution. These may range from transporting, feeding, and providing shelter for displaced persons to providing medical care for people and livestock.

## PURPOSES

1-13. Support operations are generally conducted to assist civil authorities in response to emergencies (natural or man-made disasters) or specified illegal activities, and to relieve or reduce suffering. Support operations meet the immediate needs of civil authorities or designated groups for a limited time until they can accomplish these tasks without military assistance. In extreme or exceptional cases, Army forces may provide relief or assistance directly to those in need.

## TYPES

1-14. Two types of support operations exist: domestic support operations (DSO) and foreign humanitarian assistance (FHA). Figure 1-3 shows the types of support operations and their subordinate forms.



**Figure 1-3. Support Operations**

1-15. DSO are usually conducted after the president declares an emergency. However, a commander may also conduct them following a finding by the secretary of defense, secretary of the Army, general officer, or an equivalent civilian or as an immediate response to an emergency under imminently serious conditions. Domestic support operations supplement the efforts of civil governments and voluntary organizations. The Army normally responds to domestic emergencies in support of another federal agency.

1-16. FHA operations apply Army forces to supplement the efforts of the host-nation civil authorities or agencies by conducting activities limited in scope and duration. FHA relieves or reduces the impact of natural or man-made disasters or other endemic conditions—such as human pain, disease, hunger, or privation—that might seriously threaten life or result in great damage to or loss of property. Army forces participate in FHA

operations that may be unilateral, multinational, or coordinated by an international organization such as the United Nations.

## CONSIDERATIONS

1-17. While each operation is unique, commanders and staff should weigh some general considerations to help plan and execute support operations.

1-18. ***Provide essential support to the largest number of people.*** The principle of essential support to the greatest number guides prioritization and allocation. Whenever feasible, Army forces simultaneously accomplish as many tasks as possible. In some cases, it may be necessary to complete a lower-priority task to accomplish a higher task. For example, the forces may need to restore limited electric services (lower-priority task) to power hospital emergency rooms and shelters (higher-priority task).

1-19. ***Coordinate actions with other agencies.*** Coordination with other agencies, especially the international lead agency, is critical in support operations for two reasons. First, they tend to be conducted with joint, interagency, or multinational participation. Second, the Army is often in support of another agency. Achieving unity of effort requires constant coordination. In addition, each participant will likely bring unique capabilities that will be in constant demand. Effectively integrating these scarce resources requires planning and coordination.

1-20. ***Establish measures of effectiveness.*** In support operations, objective standards for determining progress toward the end state are necessary and are a critical aspect of mission handover. These measures of effectiveness determine the degree to which a support operation is accomplishing established objectives. Criteria of success in support operations focus primarily on the condition and activity of those supported. In famine relief, for example, the rate of decline in the mortality rate more accurately denotes success than the amount of food delivered.

1-21. ***Hand over to civilian agencies as soon as feasible.*** Support operations usually assist governmental and nongovernmental agencies in accomplishing their missions. The Army reinforces or complements their efforts. While Army forces may play a lead role in some aspects or phases of the operation, they should work to hand over responsibility to appropriate civilian agencies at the earliest opportunity.

## HISTORICAL CONTEXT

1-22. Stability operations and support operations are not new to the Army. From the start of American history, the government has called on its armed forces to pursue US strategy. The Army, as an instrument of national power, promoted and protected national interests, and relieved human suffering. The Army helped open the West. It conducted explorations, governed territories, guarded national parks, made maps, and built roads and canals. The Army also provided disaster relief, quieted domestic disturbances, and supported American foreign policy (for example, conducting stability operations in the Philippines from 1899–1904 and Haiti from 1915–1934).

1-23. While many of these operations occurred during peacetime, what the Army now calls stability operations and support operations emerged during the 20th century as a major contributor to the overall success of combat operations. During World War II, for example, US forces assisted the local governments and populace in reconstructing the civil infrastructures of France, Belgium, Luxembourg, and the Netherlands. They fed starving civilians, rebuilt bridges and roads, and demined extensive tracts of farmland while full-scale combat operations continued to take place against conventional enemies. During the Vietnam conflict, Army units conducted “pacification,” which involved civil-military operations such as assistance to civil authorities for security and administration. The Army has repeatedly been called to respond to the nation’s requirements, both at home and overseas.

## CONTEMPORARY SITUATION

1-24. Many modern conflicts do not directly affect the interests of the United States. Others, however, affect US humanitarian interests, access to markets and materials, the safety of our citizens, and the stability necessary to sustain democratic government. These threats to US national interests may require stability operations or support operations in response.

1-25. Analysis of current trends can help us describe the contemporary situation and prepare for stability operations and support operations. In addition to trend analysis, examining the elements of instability can help describe the contemporary situation.

## TRENDS

1-26. The current strategic environment is complex, dynamic, and uncertain. Trends indicate that the demands placed on the Army to conduct operations in the 21st century will be greater than ever. Army forces will be called to prevent escalation of conflict and respond to more foreign or domestic crises or emergencies that significantly impact on US national interests. Our current national security strategy of engagement often requires Army forces to be committed to secure those interests at home and abroad. Figure 1-4 depicts the increasing frequency of US military involvement and unanticipated contingencies that require stability operations and support operations.

1-27. Few states will have the resources, or the need, to attack the US directly in the near future. However, many will challenge it for control or dominance of a region. Potential adversaries may increasingly resort to asymmetric means to threaten our national interests. Such methods include unconventional, unexpected, innovative, or disproportional means used to gain an advantage. Adversaries may use inexpensive approaches that circumvent the US strengths, exploit its vulnerabilities, or confront it in ways the US cannot match in kind. Contemporary threats include terrorism; chemical, biological, radiological, nuclear, and high-yield explosive (CBRNE) threats; information operations; exploitation of commercial or space-based systems; denial of our access to critical resources; and environmental sabotage.



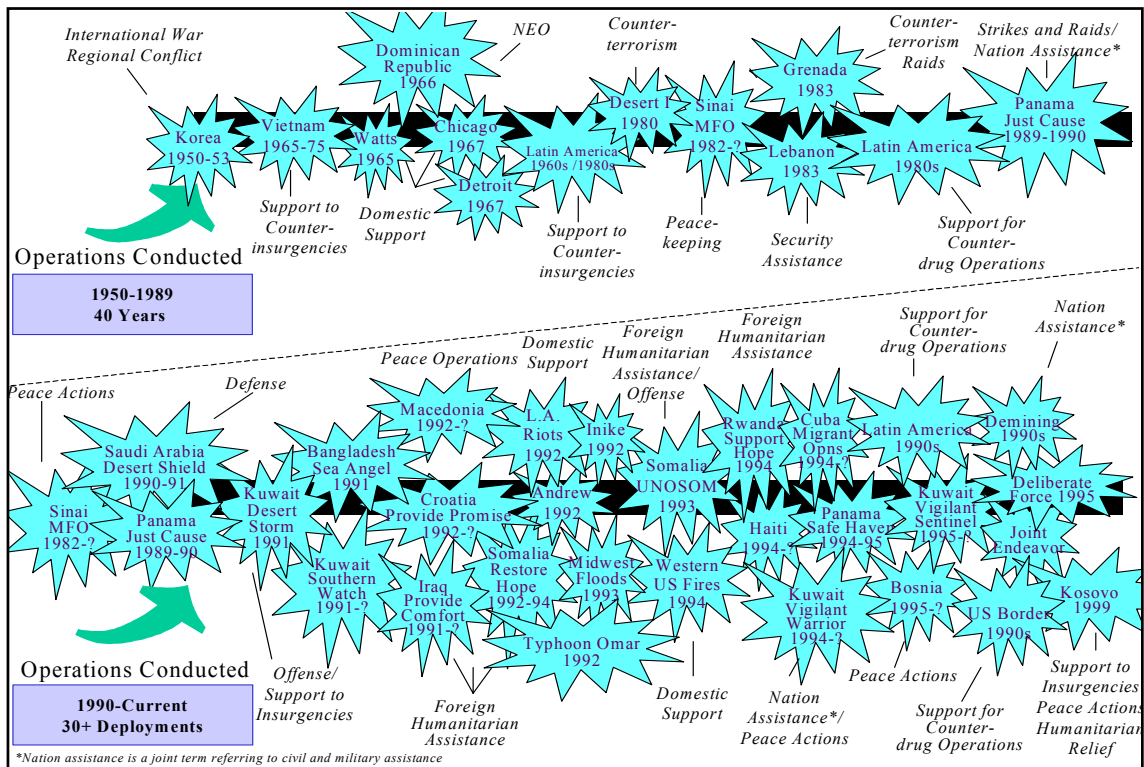


Figure 1-4. Increasing Frequency of Operations

## ELEMENTS OF INSTABILITY

### Balance of Power

1-28. Nation states will continue to be the primary political unit for the foreseeable future. Yet the process of globalization is changing the nature of state-to-state relations as the reach of nonstate actors, multinational corporations, and international organizations increases. Shifting and unstable power balances at the national and subnational levels in the Balkans, Middle East, and throughout Africa and Asia threaten to engage the vital interests of the United States.

### Nationalism

1-29. Some forms of nationalism can cause inter- and intrastate conflict. Nationalist movements arise from the belief that nations benefit from acting independently rather than collectively, emphasizing national rather than international goals. Many sources of nationalist identity exist, including ethnic, religious, tribal, historical, or territorial. Such movements are replacing ideologically based identities. In some cases, these movements are closely linked to criminal organizations. These movements may also cause regional strife, as one nation seeks to extend its authority over adjacent groups or territory.

## **Clash of Cultures**

1-30. Some in the non-Western world reject Western political and cultural values. In some instances, regimes that use Western political forms of government are under attack by ethnic, religious, and nationalist groups seeking to establish or reestablish their identity. As tribal, nationalist, or religious movements compete with Western models of government, instability can increase. This instability threatens not only Western interests within the state, but often threatens to spill across borders.

## **Demographics**

1-31. Population growth, particularly in the less-developed world, is straining the resources and social structures of the states affected. Because much of the world's population growth occurs in areas prone to natural disasters and famine, such events can cause mass migrations.

## **Ungovernability**

1-32. The ability of governments to govern effectively is being eroded in much of the world. The global economy can render economic policies and controls ineffective; throughout the world, some governments fail to provide economic stability and security for their populace. The collapse of some command economies has created problems of distribution and structural unemployment. Immature government infrastructures in developing democracies can cause expectations to be unmet, often leading to conflict. Unsuccessful demobilization and reintegration schemes, coupled with the widespread availability of weapons, have contributed to increased crime in postconflict situations. Organized crime has taken advantage of such situations to subvert the institutions of the state in many areas of the world.

## **Environmental Risks**

1-33. Conditions that pose serious environmental risks may add to future instability. Natural disasters, climate changes, and degradation of the existing natural environment can ruin a local economy, possibly creating a conflict over scarce resources and large population movements. Man-made crises may also cause tension. Cross-border pollution will cause tension, both within regions and between developed and less developed nations. Additionally, questions of securing or safely controlling nuclear or chemical facilities may provoke military operations designed to secure both weapons and plants on environmental as well as political grounds.

## **Propaganda**

1-34. Both governments and nonstate actors use propaganda to create awareness and influence opinion. Increased public access to information and the increased ability of various groups to manipulate the media challenge the authority of major institutions and may even threaten the sovereignty of some states.

## **COMPLEX AND UNCERTAIN SITUATIONS**

1-35. Stability operations and support operations often take place in political, military, and cultural situations that are highly fluid and dynamic.

Unresolved political issues, an unclear understanding or description of a desired end state, or difficulty in gaining international consensus may cause ambiguity. Complexity in these actions may also arise from—

- Troops dispersed throughout the AO.
- Difficulty in discriminating between combatants and noncombatants or between the many parties of a dispute.
- Undisciplined factions, uncontrolled by a central authority and unwilling to consent to the agreement.
- Absence of basic law and order.
- Violations of human rights.
- Widespread destruction or decay of physical and social infrastructure and institutions; collapse of civil infrastructure.
- Environmental damage.
- Threats of disease or epidemics.
- Presence of many displaced persons.
- Presence and involvement of nongovernmental organizations, media, and other civilians.

1-36. Presidential Decision Directive (PDD) 56 recognized the complexity of future stability operations and support operations and the requirement for detailed interagency planning and coordination. The Army's response to crises will have to address simultaneously several components, such as political, diplomatic, humanitarian, economic, and security.

1-37. These operations require that leaders and soldiers be familiar with the area of operation and any complex ethnic and cultural issues. Commanders strive to translate political direction into attainable military objectives. Political objectives by their nature are not static and will change with the situation. Commanders must anticipate these changes through situational understanding and adapt as necessary.

## UNITED STATES POLICY

1-38. The Army is an essential player in pursuing US policy objectives. The national political leadership uses all the instruments of national power to pursue its policy objectives. The Army and the other military services make up the military instrument of national power. The president outlines US security policy in the national security strategy (NSS). The Chairman of the Joint Chiefs of Staff is responsible for the national military strategy (NMS), which implements presidential guidance and provides the strategic direction of the armed forces.

1-39. Stability operations and support operations make an important contribution to further the NSS and NMS. The worldwide participation of Army forces in these operations demonstrates our commitment; improves interoperability; reassures allies; promotes transparency; conveys democratic ideals; deters aggression; and helps address sources of instability before they can become military crises. Stability operations and support operations are crucial to responding to crises by providing many options other than offense and defense. Such options allow policy makers to apply military power selectively to shape the security environment.

1-40. The combatant commander provides theater strategy. National security strategy, national military strategy, and other policies shape theater strategy. Theater strategy provides guidance to subordinate commands for executing campaign plans and employing unified forces. Stability operations and support operations are executed in accordance with theater strategy and are often important elements in theater engagement planning. FM 3-93 details the relationship between the NSS, NMS, and theater strategy.

1-41. FM 1 discusses the framework within which the president uses employment considerations in deciding how to use military force to pursue strategic or national objectives. Decision makers ask themselves a series of questions that help them decide whether the mission is advisable. They determine if the purpose for which the force is contemplated is attainable, and if it is likely to be decisive. Is the military element of national power the appropriate element to use? Do the American people, through their elected representatives, support the employment of American military forces? What are the end state criteria? A similar examination may be required to employ forces in stability operations or support operations.

## THE ARMY ROLE

1-42. Army forces are employed worldwide in stability operations and support operations for two key reasons:

- Policy and legal bases for such activities exist.
- Army capabilities are often the best choice to meet the requirement.

## LEGAL BASIS

1-43. The legal basis for conducting stability operations and support operations is found in Title 10 (Armed Forces) and Title 32 (National Guard) of the United States Code (USC). Title 10 states that, in addition to fighting and winning America's wars, the Army also has other important purposes. Figure 1-5 is an excerpt from Title 10 USC, section 3062.

1-44. Department of Defense (DOD) Directive (DODD) 5100.1 specifies that the DOD maintains forces to uphold and advance the national policies and interests of the United States and safeguards its internal security. History has shown that stability operations and support operations are an integral part of the military contribution to those objectives.

## CAPABILITIES

1-45. The Army is called on to respond to emergencies because it can rapidly marshal and apply the required resources and capabilities to meet the requirement. As discussed earlier, the Army has a rich history of participation in stability operations and support operations. The president has repeatedly asked the Army to respond decisively to natural or man-made emergencies. Certain capabilities stand out in the conduct of stability operations and support operations. Among them is the Army's ability to—

- Task organize to tailor the force rapidly to meet varying requirements. Army forces can communicate locally, regionally, and globally. Unity of command allows pursuit of assigned objectives as a united team.

- Deploy or be employed anywhere in nearly any environment and operate in austere and undeveloped areas.
- Use logistic systems to facilitate sustainment capability across the spectrum of conflict. Army forces are suited to react quickly when called to provide logistic support for domestic and foreign, natural, or man-made disasters. Strategic deployment requires both air and sea lines of communications, while the Army maintains the structure and expertise to develop, acquire, and supply the equipment and supplies for conducting full spectrum operations on land.
- Control terrain and influence the population in the area of operations to ensure freedom of action. Soldiers have the inherent capability to protect themselves and the ability to protect others, if necessary.

**It is the *intent* of Congress to provide an Army that is capable, in conjunction with the other armed forces, of—**

**(1) preserving the peace and security, and providing for the defense, of the United States, the Territories, Commonwealths, and possessions, and any areas occupied by the United States;**

**(2) supporting the national policies;**

**(3) implementing the national objectives; and**

**(4) overcoming any nations responsible for aggressive acts that imperil the peace and security of the United States.**

**Figure 1-5. Excerpt from Title 10 USC, Section 3062**

## **BATTLEFIELD ORGANIZATION**

1-46. While each stability operation or support operation is unique, each is designed and executed according to the framework established in FM 3-0. Battlefield organization is the allocation of forces in the AO by purpose. Commanders organize their forces according to their purpose for each unit by determining whether the operations of each will be decisive, shaping, or sustaining. These decisions form the basis of a commander's concept of operations. As in any operation, the military decision making process (MDMP) found in FM 5-0 helps determine the specific decisive, shaping and sustaining operations. The MDMP is in accordance with the factors of mission, enemy, terrain and weather, troops and support available, time available, civil considerations (METT-TC).

## **DECISIVE OPERATIONS**

1-47. *Decisive operations* are those that directly accomplish the task assigned by the higher headquarters. Decisive operations conclusively determine the outcome of major operations, battles, and engagements (FM 3-0). In stability operations, decisive operations are usually those that achieve and maintain stability, protect lives and property, or promote peace. Unlike decisive operations in the offense or defense, decisive operations in stability operations do not always have immediate impacts; sometimes results take

years to achieve. Decisive operations could include disarming belligerents in a conflict or assisting in the conduct of an election.

1-48. In support operations, decisive operations normally prevent or mitigate the effects of natural or man-made disasters. They relieve or reduce conditions such as disease, hunger, or privation. Decisive to these operations could be stabilizing areas by providing security for personnel, facilities, or capabilities; rendering certain services to populations; or reestablishing critical infrastructure. Figure 1-6 describes the infrastructure.

**Efforts that focus on infrastructure may include reestablishing or securing—**

- **Vital human services:** hospitals, water supplies, waste and hazardous material storage and processing, emergency services (police, fire, rescue).
- **Civil administration:** legislative, judicial, and administrative functions.
- **Communications and information:** television, radio, telephone, Internet, newspapers, magazines, and computer systems.
- **Transportation and distribution:** highways, railways, ports, waterways, pipelines, airports, mass transit and trucking companies.
- **Energy:** production, storage, and distribution of electric power, oil, and natural gas.
- **Commerce:** key industries and other business, banking, and finance.

**Figure 1-6. The Elements of Infrastructure**

1-49. Stabilizing an area can be decisive in both stability operations and support operations. To protect people and necessary infrastructure, it is often critical to establish order. In this situation, operations such as police support, static area security, and security patrols may be decisive because they deter criminal activity and reassure the population that they will be protected from lawlessness or violence. In addition, providing for basic human needs such as food, water, shelter, and medical care may also be decisive.

## SHAPING OPERATIONS

1-50. *Shaping operations* at any echelon create and preserve conditions for the success of the decisive operation (FM 3-0). In stability operations, shaping operations often convert temporary gains into long-term political success. The capabilities required to exploit stability often differ from those needed to achieve stability. This may require such measures as rotating different types of units in and out of the AO, as the operation progresses through different stages. Shaping operations can aim to keep newly gained stability from being undone. Shaping operations may focus on identifying and cooling potential flash points that can occur after initial stabilization efforts. Typical flash points include disarmament, repatriation, resettlement, elections, recovery of remains, resource distribution, and prevention of retribution. Commanders must consider local law and custom, as they must avoid unknowingly, or without due consideration, favoring a particular group or faction in subsequent political contests. Examples of typical shaping operations include evacuating noncombatants to facilitate decisive operations, negotiating and mediating to help settle a dispute, influencing targeted groups through offensive

information operations, and operating checkpoints to carry out a given mandate.

1-51. In support operations, shaping operations may include influencing perceptions, ideas, and information as well as maintaining legitimacy. Civil-military operations are shaping operations that gain favor with the local populace and government and influence positive attitudes and perceptions. Shaping operations will entail transferring tasks to civilian agencies or the local government. As they do in all operations, commanders weigh how their actions affect follow-on operations aimed at achieving long-term solutions.

## SUSTAINING OPERATIONS

1-52. *Sustaining operations* are operations at any echelon that enable shaping and decisive operations by providing combat service support, rear area and base security, movement control, terrain management, and infrastructure development (FM 3-0). Commanders must actively and aggressively protect the sustainment base of their operations. Often the base is the focal point of the stability effort and an attractive target for antagonists. In many stability operations and support operations, commanders operate from various bases spread throughout the area of operations. In these instances, sustaining operations must include measures to protect the lines of communications between the bases. They may also include actions taken in concert with local authorities to protect local sources of essential supplies and services. Supporting the friendly force through rest, recuperation, and refit are also sustaining operations.

## CHARACTERISTICS

1-53. Because units typically prepare and train for offensive and defensive operations, stability operations and support operations often not only require a mental adjustment, but also a requirement to be proficient in unfamiliar tasks and missions. DODD 2000.13 requires the Army to be able to conduct various civil affairs activities, to include performing civilian sector functions and exercising military control of the civilian population in occupied or liberated areas. Stability operations and support operations differ from

the offense and defense in significant ways. Understanding their characteristics helps units successfully adapt to the special requirements presented. Figure 1-7 lists some common characteristics. Although not applicable in every operation, these characteristics apply to many operations. Understanding them aids in the adjustment that units may be required to make when conducting these types of actions.

### Characteristics

- Political objectives
- Modified concept of the enemy
- Joint, interagency, and multinational coordination
- Risk of mission creep
- Noncombatants
- Nongovernmental organizations
- Information intensity
- Constraints
- Cross-cultural interaction

**Figure 1-7. Characteristics of Stability Operations and Support Operations**

## POLITICAL OBJECTIVES

1-54. Political objectives influence stability operations and support operations at every level from strategic to tactical. These operations are distinguished by the degree that political objectives directly influence operations and tactics. Two factors about political primacy stand out. First, all military personnel should understand the political objectives and the potential impact of inappropriate actions. Having an understanding of the political objective helps avoid actions that may have adverse political effects. In such operations, junior leaders commonly make decisions that have significant political implications. Second, political objectives can be fluid. Changing objectives may warrant a change in military operations. Commanders should strive, through continuing mission analysis, to detect subtle changes that may lead to disconnects between political objectives and military operations. Failure to recognize changes in political objectives may lead to ineffective or counterproductive military operations.

1-55. Political objectives can change due to unexpected events or decisions by political leaders or groups. Changes in the political environment may render a political objective obsolete. Commanders must strive to understand the political objectives of all involved entities and their impacts on the mission. Commanders must also inform political authorities as situations change.

1-56. Political primacy applies in all kinds of stability operations and support operations. For example, peace operations support diplomacy, the major tool of the political instrument. Noncombatant evacuation operations support the department of state. Foreign humanitarian assistance has nonmilitary objectives. In all these and other operations, Army forces support executing national policy. The political instrument of national power dominates every aspect of operations.

## MODIFIED CONCEPT OF THE ENEMY

1-57. Stability operations and support operations require a modified understanding of who or what is the adversary. Commanders must take care to not create an enemy where one does not exist. In situations where there is no enemy, military capability may focus on overcoming obstacles and providing support to other agencies.

1-58. In some stability operations, such as peacekeeping, Army forces must be impartial to preserve the legitimacy of their mission. Antagonism by the parties can threaten to drag the peacekeeping force into the dispute. In such situations, the peacekeeping force must resist the natural inclination to designate antagonists, or those who fail to comply with an agreement or accord, as *the enemy*.

## JOINT, INTERAGENCY, AND MULTINATIONAL COORDINATION

1-59. Stability operations and support operations typically involve unified action: joint, interagency, and multinational efforts. The increased number of participants (military and nonmilitary) and their divergent missions and methods create a coordination challenge. In this environment, the potential exists for duplicating effort and working at cross-purposes. Achieving unity of



effort requires the greatest possible common purpose and direction among all agencies.

## **RISK OF MISSION CREEP**

1-60. In many operation, deterring mission creep is difficult since civilian agencies and US forces inherently desire to do more than is required, especially when faced with human suffering. However, well-intentioned actions can be especially dangerous in stability operations and support operations, where they can threaten impartiality as well as undermine long-term programs.

1-61. There are two types of mission creep. First is the type that occurs when the unit receives shifting guidance or change in mission for which the unit is not properly configured or resourced; or if it is beyond the legal remit of the Army. An example would be a peacekeeping force required to perform peace enforcement tasks without additional resources. The second type of mission creep occurs when a unit attempts to do more than is allowed in the current mandate and mission. An example would be if a commander directed execution of civil action projects that fall outside his authority. Rebuilding structures, training local nationals, and other activities may be good for the local population, but they may be beyond the mandate and mission.

1-62. Mission creep may develop from inadequate or false assumptions, misinterpreted intent, or unrealistic development of implied tasks in planning. It can also derive from well-meaning but erroneous interpretation of law or regulation. Mission creep can be avoided by paying special attention to specified and implied tasks in planning and to the desired end state during both planning and execution. Implied tasks especially are subject to interpretation and require thorough examination to conform to higher-level intent.

1-63. If the commander and staff have conducted a complete mission analysis, taking into account the interim and potential political end states, they will have identified all the current and potential tasks the command might perform. As the end state is clarified or matures, some of these potential tasks may become reality. Mission creep should be a rare occurrence.

## **NONCOMBATANTS**

1-64. Noncombatants are a defining characteristic of most modern military operations. Their presence is unavoidable because in most cases their welfare is the reason for the operation. Noncombatants in stability operations and support operations can create various challenges. Local populations may be friendly, hostile, or indifferent to the presence of Army forces. In some cases, Army forces may have difficulty differentiating between hostile and nonhostile persons.

## **NONGOVERNMENTAL ORGANIZATIONS**

1-65. The very conditions that may necessitate a stability operation or support operation—widespread human suffering, population movements, famine, human rights violations, and civil war—are also the conditions that attract the services of NGOs. Commanders must be prepared to coordinate their efforts with a myriad array of international organizations and NGOs. Each

organization or agency has a different mandate, set of capacities, organizational design, and cultural orientation. An operation's success may depend on how well the commander can forge productive working relationships with all these disparate bodies.

## **INFORMATION INTENSITY**

1-66. All military operations are information intensive. In stability operations and support operations, this is further complicated by the numerous governmental and nongovernmental agencies involved. The scope and scale of required coordination and communication also complicate the operation. The cascading effects of events and their global magnification through the media further exacerbates this characteristic of the environment. Army forces can master this environment, in part, by gaining and maintaining information superiority through effective employment of information operations (IO). See Chapter 2 and FM 3-13 for discussion of IO and its components.

1-67. The presence of the media also impacts these operations. The news media can greatly influence how the public perceives an operation. Army forces must be prepared for contact with the media in their area. The media's need to disseminate as much accurate information as possible and to have access to the places where news exists must be balanced with operations security considerations.

## **CONSTRAINTS**

1-68. Constraints are present in all military operations; stability operations and support operations are not an exception. Constraints may arise for many reasons and may be imposed on military forces by the chain of command or by the complex nature of the environment. Army forces in these actions must typically contend with constraints such as force caps, restricted activities, restricted areas, and specific ROE.

## **CROSS-CULTURAL INTERACTION**

1-69. Interacting with other cultures can create a significant challenge during stability operations and support operations. Often, adjustments in attitudes or methods must be made to accommodate different cultures. Ethnocentrism and cultural arrogance can damage relationships with other forces, NGOs, or indigenous populations. The welfare and perceptions of indigenous populations are often central to the mission during stability operations and support operations. Army forces must establish good working relations with indigenous populations. Mutual trust and rapport increase the chances for mission success.

1-70. Army personnel should understand the culture and history of the area. Historical understanding helps soldiers comprehend the society, interact with the people in that society, and adapt to cultural differences to facilitate rather than impede mission accomplishment. Historical and cultural understanding help to determine the range of actions acceptable in solving the problem at hand. With this in mind, soldiers must receive cultural and historical orientations to the people and the conflict. Civil affairs units produce area studies that can provide this information. Interpreters, translators, and linguists are also invaluable.

## FOUNDATIONS

1-71. Understanding the principles of war and tenets of Army operations is fundamental to operating successfully across the range of military operations. The principles of war and tenets of Army operations form the foundation of the Army's operational doctrine.

## PRINCIPLES OF WAR

1-72. As in all operations, the principles of war outlined in FM 3-0 apply to stability operations and support operations. The situation determines their degree of applicability.

### Objective

1-73. ***Direct every military operation toward a clearly defined and attainable objective.*** Commanders in any operation direct efforts toward clearly defined, decisive, and attainable objectives that will achieve the end state. In stability operations and support operations, the military objectives associate more directly with political objectives than is the case in offensive and defensive operations. Political authorities do not relinquish active participation and continue to exert considerable influence on the daily execution of the military campaign. Political objectives by their nature are not static and will be modified in response to dynamic domestic and international realities. Commanders must be adaptive and flexible to adjust their objectives. This requires that commanders maintain situational understanding of the political environment and participate in the process. Commanders must anticipate and understand the strategic aims. They must set appropriate military objectives, end states, and criteria for success. Commanders can achieve transparency by ensuring that other governmental and nongovernmental agencies and the local population understand the military objectives.

1-74. In stability operations and support operations, the military objective usually supports another agency. The selected course of action must align with political constraints and contain an acceptable amount of risk. This type of action may use military personnel and materiel to support a civilian agency that has overall responsibility. This agency establishes priorities and determines how to use military resources. The combination of means to be used and the role of each are political decisions. Changing political realities shape military missions. See Political Objectives discussed earlier in this chapter.

1-75. Military leaders cannot divorce objective from considerations of *restraint* and *legitimacy*. This is particularly true in stability operations and support operations. The amount of force applied to obtain the objective must be prudent and appropriate to the strategic aim. The military objective generally seeks to obtain the willing acceptance of a lawfully constituted agency, group, or government by the population in the AO. Without restraint or legitimacy, support for military action deteriorates and the objective becomes less obtainable. Legitimacy in peace operations is critical to achieving the consent of the parties to the conflict. US forces must be accepted as acting under the authority, and in the interest of, the accords or agreement.

1-76. To accomplish the mission, commanders *persevere*. Offensive and defensive operations may swiftly create the conditions for short-term success, but

protracted stability operations and support operations may be required to cement lasting strategic objectives. Commanders must balance their natural desire to enter the AO and accomplish the mission quickly with the need to depart only after having achieved the national goals and objectives.

## Offensive

1-77. ***Seize, retain, and exploit the initiative.*** Diplomacy or political power takes decisive action in peace and conflict from the economic, informational, and military instruments. At the strategic level, military operations are usually defensive. They are intended to protect and assist political, economic, and informational activities. Military forces engage in the offense to accomplish a breakthrough in the political process, such as in peace enforcement, strikes, and raids. The strategic offensive may also include military actions intended to seize the initiative without necessarily resorting to violence. These actions include increased states of alert, mobilization of reserves, and strategic deployments. These actions may also make the threat of retaliation more credible. At the tactical level, offensive operations accomplish short-term objectives. They are conducted as in war, but under more restrictive ROE.

## Mass

1-78. ***Concentrate the effects of combat power at the decisive place and time.*** Overwhelming combat power used as a show of force can prevent a potential enemy from mobilizing against US and multinational forces. At the tactical level, mass can quickly end violence. Mass may also apply to using political, informational, and economic power to have a decisive effect.

## Economy of Force

1-79. ***Allocate minimum essential combat power to secondary efforts.*** As in war, military forces in stability operations and support operations use their capabilities in the most effective and economical way. In a strategic sense, most stability operations and support operations constitute an economy of force since they provide an alternative to war for promoting and protecting American national interests.

## Maneuver

1-80. ***Place the enemy in a disadvantageous position through the flexible application of combat power.*** At the tactical level, maneuver applies in stability operations and support operations as it does in war. At the operational and strategic levels, the psychological aspects of maneuver take on greater importance. For example, in a peacekeeping operation, the timely arrival of the reserve can defuse a dangerous situation. Maneuver is more than just fire and movement. It includes the dynamic, flexible application of leadership, firepower, information, and protection as well.

## Unity of Command

1-81. ***For every objective, ensure unity of effort under one responsible commander.*** The joint, multinational, and interagency nature of unified action creates situations where the military commander does not directly

control all elements in the AO. In the absence of command authority, commanders cooperate, negotiate, and build consensus to achieve *unity of effort*.

1-82. Stability operations and support operations require the combined efforts of all the instruments of national power. Many agencies and armed forces of the US and friendly foreign governments work together toward a common end state. NGOs often possess unique and valuable capabilities that can contribute to mission success. Commanders should try to ensure that all these organizations work together, without wasteful redundancies. This requires unity of effort, even when unity of command may not be achievable.

1-83. Another agency may direct and coordinate the total national effort as determined by the president. Decisive action is often in the hands of civilian policy makers, with the armed forces in a secondary and supporting role. During operations in which the Army is not the lead agent, operational and tactical headquarters plan their operations to complement those of government or private agencies. The challenge is to coordinate and integrate activities down to the lowest echelon possible. Consistent with OPSEC requirements, headquarters make their plans and actions clear to other agencies.

1-84. Army forces facilitate unity of effort by providing liaison elements, planning support, advisors, and technical experts. Additional personnel are normally required in these operations to serve in positions such as coalition support teams or liaison officers. Emphasis should be placed on the early establishment of contact with key organizations, including existing international organization and NGO coordination facilities and lead agencies of each sector. By maintaining constant contact, commanders see where their objectives and plans complement, or run counter to, those of other key agencies.

1-85. Commanders should establish or participate in coordination or operations center activities. These activities take place with multinational partners or nongovernmental organizations. These centers should ideally include representatives from all major agencies or contingents involved. These centers should be clearing houses to coordinate activities and resources to synchronize the effort. Additionally, joint military commissions are bodies of individuals representing the military force, various factions, and institutions involved in the conflict or its resolution. Joint military commissions are useful structures that solve problems at the lowest level. If available, a country team may facilitate coordination at the host-nation level. (For additional coordination considerations, see Appendix A, FM 3-16, and JP 3-08.)

1-86. There is precedent for a single directive authority over civilian and military organizations. The Civil Operations Revolutionary Development Support (CORDS) organization of the Vietnam War was a successful grouping of US civilian and military agencies under a single command. However, CORDS was the exception. Usually, unity of effort requires cooperation, negotiation, and consensus building. When the US effort is part of a multinational coalition, unity of command is even more difficult to achieve. Anytime the Army operates in negotiated coordination with an NGO, it does so without having directive authority over that organization.

1-87. The Army must initiate cooperative efforts with participating civilian agencies. It should determine their needs, offer its services, and provide expert advice. It should explain its capabilities and limitations. In some

situations, the Army must accept missions and priorities developed by consensus. Primary coordination will occur at the combatant command or joint task force level, but there is scope for negotiated support agreements within policy guidelines even at the lowest tactical levels.

## Security

1-88. ***Never permit the enemy to acquire an unexpected advantage.*** The environment of stability operations or support operations can appear benign, especially in peacetime. When soldiers aim to help others and avoid violence, they may be lulled into complacency. This is when terrorist attacks or other forms of violence are most dangerous. Commanders must stay aware of the constant possibility of attacks on soldiers and always maintain the appropriate security posture. Force protection is an important command responsibility at all levels (see discussion of Force Protection in Chapter 2). A lapse of security in a tactical operation that results in casualties can significantly affect strategy by influencing domestic populations and policy makers. Keeping an impartial attitude while maintaining an appropriate defensive posture enhances security.

## Surprise

1-89. ***Strike the enemy at a time, place, or in a manner for which he is unprepared.*** As in warfighting, surprise in stability operations and support operations consists of presenting an opponent with something he does not expect. In stability operations and support operations, this may be an ambush or raid. It may also be a political or informational initiative that denies the opponent an important issue. Commanders must carefully consider surprise when conducting peace operations. Transparency is a key fundamental that could be compromised by the element of surprise.

## Simplicity

1-90. ***Prepare clear, uncomplicated plans and clear, concise orders to ensure thorough understanding.*** As in all operations, the less complicated the plan and the operation, the greater the likelihood of success. Overly complex operations are an invitation for failure.

## TENETS OF ARMY OPERATIONS

1-91. The tenets of Army operations build on the principles of war. They further describe the characteristics of successful operations and are as applicable to stability operations and support operations as offensive and defensive operations.

## Initiative

1-92. ***Initiative is setting or dictating the terms of action throughout the battle or operations*** (FM 3-0). In stability operations, initiative contributes to influence over factions. It establishes conditions conducive to political solutions and disrupts illegal activities. For instance, commanders may establish conditions under which belligerents can best achieve their interests by remaining peaceful. Exercising initiative means defusing

complicated crises, recognizing inherent dangers, and resolving grievances before they escalate.

1-93. To gain and maintain the initiative in support operations, commanders develop an understanding of the situation and anticipate requirements. Doing these things allows massing of resources to mitigate and prevent the effects of disasters. Commanders can then contribute to relieving suffering, managing consequences, and providing essential services.

## Agility

1-94. ***Agility is the ability to move and adjust quickly and easily*** (FM 3-0). Operational agility stems from the capability to deploy and employ forces across the range of military operations. Army forces and Army commanders shift among offensive, defensive, stability, and support operations as circumstances and missions dictate.

1-95. Tactical agility is the ability of a friendly force to react faster than the enemy does. In stability operations and support operations, the commander must anticipate conditions and events so that preemptive or responsive action may be taken.

1-96. Stability operations and support operations can expand the range of operations into unfamiliar areas. They often present the commander with challenges for which there are no prescribed solutions. Success depends on the ability of the commander and his force to adapt structures and methods to accommodate new situations. *Adaptability* is meeting changing situations with flexibility and initiative. *Flexibility* is the ability to avoid dogmatic responses and to “bend” as each situation demands—to be receptive and responsive—without losing orientation.

## Depth

1-97. ***Depth is the extension of operations in time, space, and resources*** (FM 3-0). In stability operations and support operations, depth extends the influence in time, space, purpose, and resources to affect the environment and conditions. Intelligence, surveillance, and reconnaissance combined with information operations allow commanders to understand the motives of factions, identify centers of power, and shape the environment in stability operations. In support operations, depth of resources, planning, and time allows commanders to stop the suffering and prevent or slow the spread of disease. In all offensive, defensive, stability, and support operations, staying power—depth of action—comes from adequate resources.

## Synchronization

1-98. ***Synchronization is arranging activities in time, space, and purpose to mass maximum relative combat power at a decisive place and time*** (FM 3-0). Synchronization concentrates effects. In stability operations and support operations, synchronization allows the commander to focus the effects of not only combat power, but resources as well. Synchronization can create a synergistic effect that affords the commander greater legitimacy, influence, and control.

## Versatility

1-99. *Versatility is the ability of Army forces to meet the global, diverse mission requirements of full spectrum operations* (FM 3-0). Competence in various missions and skills allows Army forces to transition from one type of operation to another, quickly and with minimal changes to the deployed force structure. Versatility is a prerequisite of multifunctional units. Military police, for example, can provide a mobile, lethal show of force, restore civil order, process detainees, and support peacekeeping operations.